JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: Special Programs

	2000 Enacted To Date	2001 Budget Request	Change From 2000 (+/-)
Emergency and Unscheduled Projects	3,500	3,500	0
Housing Replacement Program	0	5,000	+5,000
Dam Safety Program	1,440	1,440	0
Equipment Replacement Program	18,000	16,250	-1,750
Total Requirements $(000)	**22,940**	**26,190**	**+3,250**

AUTHORIZATION

16 U.S.C. 1

OVERVIEW

To perform minor unscheduled and emergency construction projects to protect and preserve park resources, provide for safe and uninterrupted visitor use of facilities, accommodate unanticipated concessioner facility related needs, provide necessary infrastructure for approved concessioner expansion projects, and ensure continuity of support and service operations; improve the capability of public use buildings to withstand seismic disturbances and resulting damage; inspect and repair dams, or deactivate dams to protect lives and park resources; and, repair some of the more seriously deficient park employee housing units, or replace trailers; to ensure adequate inventories of automated and motorized equipment to support park operations and visitor services throughout the National Park System are purchased to replace existing inventories that have met use and age limitations; to ensure that adequate inventories of new equipment are purchased for units recently added to the National Park System so that park operations and resource protection can begin unimpeded; to upgrade radio communications equipment to ensure rapid response to emergency and life-threatening situations as they arise; and to improve the information management resource capabilities of the Service to ensure timely processing of data and intra-office telecommunications into the 21st century.

APPLICABLE NATIONAL PARK SERVICE MISSION GOALS

Ia Natural and cultural resources and associated values are protected, restored and maintained in good condition and managed within their broader ecosystem and cultural context.

Ib The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.

IIa Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.

IIb Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.

IVa The National Park Service uses current management practices, systems, and technologies to accomplish its mission.

Construction and Major Maintenance/Special Programs

Performance Goals

Long-term Goal Iva5	By September 30, 2005, 50% of employee housing units listed in poor or fair condition in 1997 assessments are rehabilitated to good condition, replaced or removed.
Annual Goal IVa5	By September 30, 2001, 25% of employee housing units listed in poor or fair condition in 1997 assessments are rehabilitated to good condition, replaced or removed.

Activity Description

Emergency,
Unscheduled……$3,500,000

This program is composed of two major components as described below.

Emergency and Unscheduled Projects.....…….....……[$2,000,000]

The FY 2001 proposal continues the $2.0 million funding level to address emergency and unscheduled needs. The National Park System contains over 30,000 structures and thousands of individual utility systems. Through the course of normal operations, these structures and systems can unexpectedly be damaged or fail, and require immediate attention to avoid more costly reconstruction in the future. Such work may require more than one fiscal year for project completion, but generally will not involve extensive planning or formal contract bidding procedures, characteristic of line item construction.

Seismic Safety of National Park System Buildings.....……. [$1,500,000]

The National Park Service (NPS) Seismic Safety Program is mandated by Public Law 101-614, Earthquake Hazards Reduction Act of 1977, National Earthquake Hazards Reduction Program Reauthorization Act of 1990, Executive Order 12699, Executive Order 12941, and NPS Directive 93-1. These mandates, along with related technical guidelines produced by the Interagency Committee on Seismic Safety in Construction and the Federal Emergency Management Agency, requires the NPS to adopt minimum standards of seismic safety in existing Federally owned/leased buildings and to apply appropriate seismic safety standards to new construction. Each agency has a Seismic Safety Coordinator and works with the Department of the Interior Seismic Safety Program and the Department of the Interior Office of Managing Risk and Public Safety to evaluate, prioritize, and rehabilitate their inventory of extremely high-risk (EHR) seismically deficient buildings.

The Service continues to perform seismic studies, investigations, designs, and rehabilitation on public use buildings throughout the National Park System. A total of 9,773 buildings were inventoried and screened in the high and moderate seismic areas. Of the 9,773 buildings, 1,423 were found to be non-exempt from the program requirements and were further evaluated. Of those 1,423 non-exempt buildings, 479 buildings were identified as EHR buildings. Each bureau has developed a five-year plan to mitigate their inventory of EHR buildings. Because of the large number of extremely high-risk buildings in the NPS inventory, the NPS mitigation efforts will extend beyond the 5-year plan proposed by the other DOI bureaus. The Service is working with the Department and the NPS Regions and parks to prioritize the list of 479 EHR buildings for seismic rehabilitation. The NPS will expand the program to include National Park System areas that have been upgraded to high and moderate seismic hazard zones by the recently released USGS Seismic Hazard Maps.

Construction and Major Maintenance/Special Programs

For FY 2001 seismic safety evaluations, pre-design, design, and/or construction work will be performed on the following:

Wrangell-St. Elias National Park, Kennecott National Historic Landmark seismic stabilization of the Mill Building, Ore Shoot, and Power Plant Smoke Stacks.

Eugene O'Neill National Historic Site – Seismic rehabilitation of the Tao House, a national historic landmark.

Yosemite National Park – Pre-design seismic rehabilitation work on the Ahwahnee Hotel, a national historic landmark.

Yellowstone National Park – Detailed seismic evaluations have been performed on five buildings and preliminary design will start on the highest priority building.

Denali National Park – A FEMA 310 seismic evaluation will be performed on the Eielson Visitor Center during the summer of 2000. Pre-design work will take place in FY 2001.

Pre-design work on one facility at Grand Teton National Park.

San Francisco Maritime National Historical Park – The park has one leased building that is being used for storage of archeological artifacts and a seismic evaluation is planned on this facility.

Olympic National Park – Four buildings were identified as needing additional seismic investigation. The buildings are small and a more cost-effective approach is being considered to address the deficiencies. The investigation could be combined with the development of park day labor construction drawings.

Detailed seismic investigations will be conducted at Cabrillo National Monument, Hawaii Volcanoes National Park, Channel Islands National Park, and Yosemite National Park.

Housing Replacement Program.....$5,000,000

In fiscal year 2000, the Park Service continued to address the requirements of section 814 of Public Law 104-333, National Park Service Housing Improvement, with the use of unobligated funds from previous fiscal years. In December 1996, the Park Service began a comprehensive review of NPS housing program policy. The request for fiscal year 2001 reflects the anticipated increase in rehabilitation of existing housing structures while the Service explores alternatives to constructing Government-owned housing on-site, consistent with the 1996 Omnibus Parks Act authorities.

In compliance with conference report language accompanying the FY 2000 Interior Appropriations Act, the Service will continue its overall assessment of housing. The Phase I Needs Assessment, completed by an independent contractor using the 1997 Housing Policy, is completed. The Phase II Condition Assessments to evaluate existing NPS housing stock has begun and will continue in FY 2001. Review of all housing alternatives to determine the most cost-effective approach to address housing needs will occur during the Phase III Feasibility Study. Construction of on-site, Government-owned housing is only one option; housing needs may be met through operations adjustment, transportation services, off-site leasing, and private-sector leasing.

The NPS Housing Rehabilitation Plan for the next five years will be directed at housing rehabilitation where an independent contractor has confirmed housing needs. Rehabilitation projects will focus on those units in less than good condition, with priority given to units in poor condition. Condition assessments of approximately 500

housing units are planned at several parks as the three-phased process continues.
This three-phase process, once completed, will identify the number of housing units that should be removed and not replaced either because housing is no longer needed or because housing is available or can be provided by the private sector outside the park. Where replacement housing is needed, the assessment will help determine the proper mix of housing. The result will be a greater utilization of multi-unit dwellings and a de-emphasis of single-family units. The Service's first priority will be to locate suitable housing in nearby communities outside the park. This not only will reduce the total Federal housing inventory, but also will help to keep construction within park areas to a minimum.

Where housing is determined to be mission-critical, the National Park Service long-range will continue to use funding criteria and guidelines to prioritize projects to ensure that the Service is directing available funding to the greatest need for repair, rehabilitation, replacement or construction. The Service is committed to improving employee housing and making living conditions better for employees and their families, where it is necessary for the Government to provide housing. While this effort is a major step in improving NPS housing, work will need to continue in FY 2001 and beyond to complete the primary focus of this activity -- to rehabilitate existing units and replace substandard trailers where it has been confirmed by an independent contractor that government-provided housing is necessary.

In conformance with applicable benchmarks contained in the *National Performance Review*, the Service is also taking additional steps to ensure the cost-effectiveness of the replacement housing that will be built:

(1) All housing replacement and rehabilitation projects will be based on the results of the contracted needs assessment.

(2) The use of standard designs and specifications will reduce overall design costs and meet the modular home builders' specifications, thereby allowing that sector of the housing industry to competitively bid on projects.

(3) All housing construction projects will be consistent with funding guidelines and funding criteria and will undergo a value analysis, including functional analysis to help determine the most appropriate number, type and design.

(4) Any exceptions to the above will be reviewed by the Servicewide Development Advisory Board initiated by the Director in response to recent media coverage and Congressional concerns about construction costs. All projects will be personally reviewed and approved by the Director.

(5) All housing projects will be subject to the Tri-Services Military Cost model as recommended by the National Academy of Public Administration (NAPA). Any project exceeding the cost predicted by the cost model will be reviewed and approved by the Director prior to construction or revised as necessary to meet the cost predicted by the cost model.

(6) The Service will seek prior approval from the House and Senate Appropriations Committees before building any new housing capacity in national park units, of which none is currently proposed.

In FY 2000, major rehabilitation work will be performed on approximately 60 existing units to bring these units up to a good maintainable condition. Also, in line with efforts to replace unsafe and inadequate residential trailers throughout the System, the NPS proposes in fiscal year 2001 to replace approximately 31 trailers in several National Park System areas. These trailers will either be replaced with a combination of permanent apartments, dormitories, and multi-plex units, or alternate means of housing will be secured such as off-site leasing. All projects will be consistent with the findings of the contracted needs assessment studies. This effort will ensure acceptable living conditions for over 100 employees and their families.

Construction and Major Maintenance/Special Programs

Dam Safety Program……...…… $1,440,000

The National Park Service Safety of Dams Program is mandated by Public Law 104-303, Section 215, National Dam Safety Program Act of 1996; U.S. Department of the Interior Departmental Manual, Part 753, Dam Safety Program; and the NPS Management Policies of 1988. The program is coordinated through the assistance of the Bureau of Reclamation (BOR). The primary reasons for creating this program was to prevent another incident like the Lawn Lake Dam Failure of 1982 when three park visitors were killed and $30 million in damages occurred. Because of BOR's expertise and oversight of the U.S. Department of the Interior Maintenance, Operation, and Safety Dams Program, the Service has regularly used their services and advice in managing NPS dams and monitoring non-NPS structures affecting the National Park System. The program is necessary because of increased activity and development around and downstream of these dams. The basic goal of the Service's Safety of Dams Program is to either adequately maintain or deactivate the dams. On the average, corrective action is initiated or completed for structures of all classifications at about fourteen structures per year, mostly through minimal funding appropriated annually in the Operation of the National Park System account. For dam safety repairs/modifications, three to four dams classified as downstream high or significant hazard potential are completed annually. To date, it is estimated that 160 dams have had corrective action completed, and 143 structures have been deactivated.

For fiscal year 2001, seven dams will undergo corrective action. They are:

Delaware Water Gap National Recreation Area, Pennsylvania, PEEC Dam…….	$320,000
Blue Ridge Parkway, Virginia, Mabry Mill and Otter Lake Dams……...…….	$495,000
Santa Monica Mountains National Recreation Area, California, Upper Franklin Canyon Dam...	$495,000
Joshua Tree National Park, California, Barker, Lower Keys and Upper Keys Dams……...……	$130,000

Equipment Replacement Program……. $16,250,000

This program is comprised of three major components as described below.

Replacement of Park Operations Equipment ……...…… [$14,365,000]

Passenger vehicles, heavy motorized equipment, sophisticated communications networks, and automated data processing equipment are all essential to the effective and efficient operation of the National Park Service. Dump trucks, snowplows, fire trucks, ambulances and other vehicles are critical to maintain roads, provide access, protect life and property, and for necessary services such as law enforcement, emergency medical, sanitation, and general transportation needs. Communications equipment such as telephones, and voice response systems also are essential to operations, coordination, the protection of life and property and the orderly conduct of park business. This equipment must remain safe, operable, and in good condition, and therefore must be replaced on a scheduled basis. The NPS currently has a motorized equipment replacement need of nearly 5,000 vehicles that exceed GSA mileage or age criteria. The estimated cost of this backlog is $80 million. For fiscal year 2001, the Service is requesting that the equipment acquisition and management functions described above continue to be funded at the $14.365 million level as provided for in fiscal year 2000.

Construction and Major Maintenance/Special Programs

Conversion to Narrowband Radio System……[$1,650,000]

In conformity with provisions contained in the Omnibus Budget Reconciliation Act of 1993, the National Telecommunications and Information Administration (NTIA), U.S. Department of Commerce, has directed conversion of all civilian Federal radio users to a new technology known as "narrowband" by January 1, 2005. The transition to narrowband equipment is intended to double the number of channels available to Federal users. Accordingly, those that are currently being denied access to wireless communications support (due to the congestion) will be accommodated when the transition is accomplished. To meet new national interoperability, privacy and security requirements for public safety communications, encrypted digital radio technology is required. Industry is still developing this new technology in accordance with emerging national telecommunications technical standards. The combination of requirements for Federal public safety organizations to utilize narrowband and digital technology requires complete replacement of all wireless equipment components; modification of existing components to meet the new requirements is not possible. Application of the technology requires new or updated needs assessments and sensitivity to issues surrounding piloting the implementation.

To assist the bureaus in meeting the foregoing deadline and to begin making spectrum available first where it was most needed, the Department developed a geographically based inter-bureau transition schedule that reflected the degree of radio frequency congestion in the United States. The areas of highest congestion are the Eastern Seaboard (from Boston, Massachusetts, to Richmond, Virginia), the West Coast (primarily the State of California), South Florida (Miami and Dade County), and the Four Corners Area (Arizona, Colorado, New Mexico and Utah).

In FY 1999, the Service undertook pilot implementation and testing of this new technology for radio communications equipment in a large and complex park communications network in the Northeast Region, where frequency congestion and network failure was a major issue. The pilot park was selected using criteria based on a comprehensive Telecommunications Strategic Plan completed for the Region in December 1995. That plan analyzed needed and proposed changes to the existing land mobile radio systems within the Region to meet future requirements. The application of the new technology and systems is also required to incorporate sharing of telecommunications networks and facilities of nearby park areas and sister bureaus to reduce the duplication of infrastructure. This requirement was promulgated in Interior IRM Bulletin 1998-002 and was applied in the pilot park. The radio communications equipment and technology piloted and tested by the NPS in FY 1999 enabled the Park Service to take initial steps towards determining impediments to Servicewide conversion and network sharing across park and bureau lines.

All new radio equipment must be compatible with the technology mandated by the National Telecommunications and Information Administration for all Federal users and security directives. Further assessment of field conditions and implementation of the new technology will also reveal shortfalls in existing systems in the parks. It will also provide for (1) improving the communications quality of public safety and law enforcement communications, (2) interoperability with other Federal agencies, (3) replace antiquated, failing communications equipment, (4) meet emerging Federal telecommunications security standards, (5) provide better public safety services to park visitors, (5) provide opportunity for sharing frequency, fiscal and physical assets of other Federal agencies, and (6) provide better protection and preservation of vital park resources.

In FY 2000, $1,650,000 was made available for equipment replacement in additional field areas where meeting one or more of the foregoing objectives had become critical. The funding also furthered the Service's ability to address broad Servicewide strategic telecommunications planning and the associated conversion. The priority of the conversion continues to be established Servicewide in accord with updated needs assessments and the transition schedule initially suggested by the Department of the Interior. In addition, the FY 2000 program provided needed funding to the U.S. Park Police, San Francisco Unit, to upgrade critical components of their communications system. In concert with the national emphasis on improving and protecting public safety communications, the National Park Service is partnering with the Department of Treasury's Wireless Programs Office to evaluate systems where network sharing can be developed and where costs to each can be reduced by sharing planning and infrastructure resources.

Construction and Major Maintenance/Special Programs

In FY 2001, the available funding will be utilized to continue Servicewide transition in accord with updated needs assessments, reflect agreements for technical support and priorities for network development with Treasury, and reflect appropriate updates to the transition schedule recommended by the Department of the Interior, Telecommunications Systems Division.

Modernization of Information Resources Equipment……[$235,000]

The NPS has had considerable success in improving its underlying communications infrastructure in the 1990s without large budgetary investments. The Y2K Emergency Appropriations received by the NPS in FY 1999 were used to help complete the replacement of the remaining obsolete non-Y2K compliant personal computers, local area networks (LANS) and office automation software. The Y2K funding completed a modernization effort that had been scheduled for completion in 2002. This equipment is designed to deliver training in the effective use of the new personal computers, LANs and office automation equipment without the need for the park employees to travel to a training center. During FY2001, satellite equipment will be installed at many small park locations and computer training will be delivered to remote park employees via television broadcast.